

Message Text

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C O N F I D E N T I A L USUN 4325

EXDIS

DEPT PASS SECRETARY'S PARTY

E. O. 11652: GDS

TAGS: PFOR, UN, CY

SUBJ: OUTLOOK FOR UN DEBATE ON CYPRUS

REFS: STATE 228023 (NOTAL), NICOSIA 3606

SUMMARY: PROSPECT FOR CYPRUS DEBATE THAT WILL NOT SERIOUSLY HARM COMMUNAL NEGOTIATIONS OR SECRETARY'S EFFORTS APPEARS BETTER THAN HAD BEEN ANTICIPATED. MAJOR NON-ALIGNED ARE ATTEMPTING ACCOMMODATE TURKISH INTERESTS IN NEGOTIATING DRAFT RESOLUTIONS, WHILE GA PRESIDENT BOUTEFLIKA SEEMS ANXIOUS TO GET CYPRUS BEHIND HIM AS QUICKLY AND QUIETLY AS POSSIBLE. PRESENT INDICATIONS ARE THAT NEITHER MAKARIOS NOR DENKTASH IS LIKELY TO PARTICIPATE. UNLESS SITUATION CHANGES, WE RECOMMEND US STAY OUT OF NEGOTIATING PROCESS AND REMAIN IN BACKGROUND THROUGHOUT DEBATE. END SUMMARY.

1. TIMING AND DURATION: GA PRESIDENT BOUTEFLIKA LATE LAST WEEK FORMALLY ANNOUNCED CYPRUS DEBATE WOULD BEGIN OCT. 28, (POSTPONEMENT EFFORTS BEING REPORTED SEPARATELY.)

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BOUTEFLIKA HAS SET ASIDE FOUR DAYS, OR EIGHT SESSIONS,

FOR PLENARY CONSIDERATION. HE SHOWS SIGNS OF WANTING TO GET CYPRUS BEHIND HIM AS QUICKLY AS POSSIBLE.

2. FORUM FOR DEBATE: SECRETARIAT TELLS US BOUTEFLIKA'S IDEA IS TO HOLD "SIMULTANEOUS" MEETINGS IN PLENARY AND SPECIAL POLITICAL COMITE (SPC). IN PRACTICE, WE EXPECT DEBATE WILL MOVE FROM PLENARY TO SPC (OR PLENARY WILL TRANSFORM ITSELF INTO SPC) WHEN GREEK AND TURKISH COMMUNITY REPRESENTATIVES PARTICIPATE. CYPRUS DEL IS NOT HAPPY WITH THIS SCENARIO. IT INTERPRETED GA DECISION ON ALLOCATION TO MEAN CYPRUS DEBATE WOULD TAKE PLACE ENTIRELY IN PLENARY, WITH EXCEPTION OF ONE OR AT MOST TWO SPC MEETINGS.

3. COMMUNITY REPRESENTATION: TURKISH MISSION HAS CHANGED ITS POSITION SEVERAL TIMES IN RECENT WEEKS ON WHETHER AND WHERE DENKTASH SHOULD PARTICIPATE. THEIR CURRENT VIEW IS THAT HE SHOULD NOT TAKE PART AT ALL. THEY ARGUE THAT IT WOULD BE "DEMEANING" FOR VICE PRESIDENT TO APPEAR BEFORE ANY ORGAN BUT PLENARY, BUT SAY THEY DO NOT WANT TO PROVOKE PROCEDURAL FIGHT BY INSISTING ON PLENARY. THIS IS VERY DIFFERENT FROM LINE THEY TOOK SHORT TIME AGO. FOR EXAMPLE, IN COURTESY CALL ON AMB. BENNETT TO INTRODUCE TURK CYPRIOT REPRESENTATIVES VEHDAT CHELIK AND NAIL ATALAY, TURKISH MINISTER TUZEL SAID IT HAD BEEN DECIDED DENKTASH WOULD ADDRESS PLENARY. BENNETT CAUTIONED THAT GREEK CYPRIOTS WERE BOUND TO CHALLENGE SUCH AN EFFORT, AND SAID HE KNEW OF NO PRECEDENT OF A VICE PRESIDENT ADDRESSING PLENARY IN CEREMONIAL WAY. (SUBSEQUENT SEARCH OF OUR FILES BEARS THIS OUT.) WE BELIEVE MOST LIKELY EXPLANATION FOR TURKS' TURNABOUT IS THAT THEY REALIZED THEY LACKED VOTES TO DEFEAT CYPRUS CHALLENGE- AND NEEDED TO PRESERVE THEIR CAPITAL FOR LATER FIGHT ON RES. IN ANY CASE, REPRESENTATIVES IN "COMMUNITY" DEBATE WILL PROBABLY BE CHELIK FOR TURK CYPRIOTS AND, AS REPORTED NICOSIA REFTEL, ACTING PRESIDENT OF CYPRUS HOUSE OF REPRESENTATIVES TASSOS PAPADAPPOULOS FOR GREEK CYPRIOTS. CYPRUS DEL TELLS US MAKARIOS DOES NOT NOW INTEND TAKE PART IN EITHER PLENARY OR SPC DEBATE.

4. DRAFT RESOLUTIONS AND TURKISH REACTIONS THERETO:
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NON-ALIGNED WORKING GROUP ON CYPRUS, COMPRISING ALGERIA, INDIA, YUGOSLAVIA, GUYANA AND MALI, HAS PRODUCED THREE DRAFT RESOLUTIONS (DATAFAXED IO/UNP) AND IS NOW WORKING ON FOURTH. TWO DRAFTS, BY INDIA AND YUGOSLAVIA, HAVE BEEN PREPARED IN CLOSE CONSULTATION WITH TURKISH MISSION. (LATTER IS OPERATING UNDER STRICT INSTRUCTIONS FROM ANKARA AS TO LANGUAGE IT CAN ACCEPT, AND HAS TAKEN UNYIELDING LINE IN TALKS WITH NON-ALIGNED). THIRD DRAFT WAS PREPARED BY GUYANA, APPARENTLY

AT INSTIGATION OF CYPRIOT EX-FONMIN KYPRIANOU. TURKS
CONSIDERED IT TOO UNACCEPTABLE TO MERIT COMMENT. MOST RECENT
DRAFT, WHICH STILL BEING NEGOTIATED, IS AMALGAM OF INDIAN,
YUGOSLAV AND GUYANA DRAFTS. IT WAS PUT TOGETHER FOLLOWING
CALL BY FIVE NON-ALIGNED AMBASSADORS ON MAKARIOS, AND
FROM TURKS' STANDPOINT IS
STEP BACKWARD FROM INDIAN/YUGOSLAV EFFORTS. TURKISH
MISSION LATE OCT 22 GAVE US IN STRICTEST CONFIDENCE COPY
OF THIS LATEST WORKING DRAFT, WHICH WE ARE TRANSMITTING BY
SEPTEL. BASIC TURKISH CONCERNS, REFLECTED IN COMMENTS ON
ALL DRAFTS, ARE (A) ANY CALL FOR WITHDRAWAL OF FOREIGN
FORCES MUST BE "WITHIN THE FRAMEWORK OF A POLITICAL
SETTLEMENT", (B) WORDING MUST NOT PRECLUDE GEOGRAPHIC
FEDERATION (SUCH AS LANGUAGE OPPOSING "DIVISION" INSTEAD OF
"PARTITION"), AND (C) REFERENCES MUST BE INCLUDED TO
"INTERNATIONAL TREATIES" AND TO "TWO NATIONAL COMMUNITIES."

5. CYPRIOT AND GREEK POSITIONS: CYPRIOTS ARE CLEARLY
UNHAPPY AT COMPROMISE EFFORTS OF MOST ACTIVE NON-ALIGNED,
I.E., INDIA, YUGOSLAVIA AND ALGERIA. THEY SAY OBJECTIVE
SHOULD NOT BE TO ACHIEVE ACCEPTABLE TEXT AT ALL COSTS, BUT
RATHER TO SET FORTH UNAMBIGUOUS GUIDELINES FOR CYPRUS
NEGOTIATIONS. CYPRIOTS ARE THREATENING TO PUT IN THEIR OWN
DRAFT IF NON-ALIGNED TEXTS ARE TOO WEAK. (NO ONE THAT WE
KNOW TAKES THIS THREAT SERIOUSLY, SINCE NON-ALIGNED BLOC
SUPPORT IS ESSENTIAL TO CYPRUS.) GREEK MISSION HAS STAYED
IN BACKGROUND, BUT APPEARS TO FAVOR A TEXT ON WHICH TURKEY
COULD ABSTAIN. WE UNDERSTAND ITS MAIN DIFFICULTY IS WITH
TURKISH STRESS ON EQUAL RIGHTS FOR TWO COMMUNITIES AND TURKS'
INSISTENCE THAT NO REFERENCE BE MADE TO CYPRUS REPUBLIC.

6. EC NINE POSITION: POSITION OF NINE IS TO SUPPORT NON-
ALIGNED EFFORTS TO WORK OUT DRAFT ACCEPTABLE TO PARTIES,
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BUT NOT TO GET INVOLVED IN DRAFTING. NINE WOULD FAVOR
CONSENSUS STATEMENT RATHER THAN RESOLUTION, POSSIBILITY
THAT INDIANS AND YUGOSLAVS ARE ALSO PURSUING.

7. COMMENT: MOST NOTABLE ASPECT OF PRE-DEBATE MANEUVERING
HAS BEEN EFFORTS OF NON-ALIGNED TO ACCOMMODATE
TURKISH INTERESTS. COUPLED WITH BOUTEFILKA'S INTEREST IN
CONCLUDING CYPRUS AS QUICKLY AND QUIETLY AS POSSIBLE,
PROSPECTS SEEMS BETTER THAN WE EXPECTED FOR DEBATE THAT WILL
NOT SERIOUSLY HARM CYPRUS NEGOTIATIONS OR SECRETARY'S
EFFORTS. WE SEE NO NEED FOR UNITED STATES TO BECOME INVOLVED
IN RESOLUTION NEGOTIATIONS, AND RECOMMEND
MISSION KEEP WELL INFORMED BUT STAY VERY
MUCH IN BACKGROUND UNLESS OUTLOOK CHANGES RADICALLY.

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NOTE BY OCT: NOT PASSED SECRETARY'S PARTY.

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